

UDC 330

## STRUCTURAL OFFICERS APPOINTMENT IN GENERAL ELECTION COMMISSION ENDE REGENCY 2016

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### ABSTRACT

The research aimed to (1) understand and analyze Recruitment Stages, Selection Stages and Placement Stage in the Structural Officials Appointment Process at the 2016 General Election Commission (KPU) Ende Regency (2) To understand and analyze aspects that support and inhibit the Structural Officials Appointment Process in Ende Regency General Election Commission (KPU) 2016. The approach in this study was a qualitative approach using a descriptive type of research. The research focus was; (1) Stages of human resource management at the Structural officials' appointment in Ende Regency KPU 2016. (2) Aspects that support and inhibit the Structural Officials Appointment Process in Ende Regency KPU 2016. Research result exhibited that the operational function of human resource management recruitment and selection determine employees' placement. It also affects the performance as a contribution to the institution. If the recruitment and selection stage is carried out with a well-prepared plan, clear, and strict standardization, qualified candidates for the position offered would be easily found or recruited. The process of appointing structural officials in KPU of Ende Regency exhibited that there's little attention to recruitment and selection process. The KPU does not properly implement the operational functions of the human resource management process stages.

### KEY WORDS

Appointment, official, general election, general election commission.

General Election Commission or *Komisi Pemilihan Umum* (KPU) as one of the Government Institutions that carry out duties and functions as the organizer of General Elections (Elections) in Indonesia as stated in article 2 of Act Number 15 of 2011. It stated that Election Organizers should be independent, honest, fair, legal certainty, orderly, professional, open, effective and efficient. The KPU is required to properly manage all resources in the organization to support qualified election results. Human resources are one of the important factors for KPU to carry out qualified elections. The General Election mandated by the Act will be realized if it is supported by human resources as public servants who dedicate themselves in the entire process of organizing elections in Indonesia. Human resources within the KPU are composed of KPU leaders namely the Commissioner, and the Secretariat that supports the implementation of elections from various levels of the hierarchy such as Central KPU, Provincial KPU, and Regency / City KPU.

*Pegawai Negeri Sipil* or Civil Servant (PNS) management within the KPU is regulated in General Election Commission Regulation Number 16 of 2015 concerning Amendments to General Election Commission Regulation Number 02 of 2012 concerning Career of Civil Servants in the General Election Commission Secretariat, Provincial Election Commission Secretariat, and Election Commission Secretariat Regency / City Level. Civil servant management within the scope of the KPU begins with the appointment as a civil servant, appointments in office, and development up to retirement or resigning. Career Pattern is a PNS guideline that describes the flow of career development. It exhibits linkages and harmony between position, rank, education and training, competence, and length of service. It provides legal certainty for civil servants carrier since their first appointment up to retirement, both PNS position movements horizontally or vertically which always lead to a higher level of the position. the career system referred to in PKPU is a staffing system, where

the first appointment is based on the skills concerned, in further development, tenure, loyalty, dedication and other objective conditions that determine.

The result of structural officials' appointment influence working conditions in the Ende Regency KPU. Several main administrative tasks which were part of the secretariat's tasks were taken over by the KPU commissioners. There were frequent disagreements between the secretariat and KPU leaders in carrying out their duties. The complexity of determining the Secretary of the Ende Regency KPU process and the working conditions in the Ende Regency KPU encourage researcher's interest in conducting research on the Structural officials' appointment. In this case, it is the Secretary of the Ende Regency KPU 2016.

## LITERATURE REVIEW

*Human Resource Management.* Human resource management is part of management in general which focuses its attention on the elements of human resources. According to Edwin B. Flippo (in Ambar and Rosidah, 2003), human resource management is planning, organizing, directing, and monitoring activities of procurement, development, compensation, integration, maintenance, and release of human resources in order to achieve various individual, organizational and community goals.

The recruitment stage is a basic problem faced by all organizations, including government. The method to encourage applicants/candidates to work optimally, to ensure employees can sustain the organization. Due to the fact that recruitment carried out by many organizations tends to be only at the level of registration administration or candidates submission to occupy certain positions without paying close attention to employee qualification. The allegations at the recruitment and selection stage still use the "spoil system" principle, both the emotional and political proximity factors. Therefore the recruitment and selection stages require organizing based on the correct human resource management concept to recruit qualified employees.

*Recruitment.* Recruitment deals with efforts to develop a group of prospective jobs (tasks and functions) in accordance with the organization's human resource plan. Candidates are usually announced through newspaper and professional journal advertisements, employment agencies, word of mouth, and visits to colleges and universities (Stoner, 1989). Recruiting means attracting candidates to meet company goals. Before recruitment begins, the requirements for positions directly related to respective duties must be clearly defined (Harold Koontz et al. 1984). Recruitment is a series of activities to search for and attract job applicants possessing motivation, ability, expertise and knowledge needed to cover the deficiencies identified in staff planning (Simamora, 2006).

*Recruitment Sources.* The recruitment process pays attention to sources and medium used, which includes internal sources and external sources. According to Schuler and Jackson (1997), these sources and methods are (1) Internal Sources. (2) External Resources. Employee recruitment method is conducted in two manners; (1) Closed Method; (2) Open Method

*External Factor in Recruitment Process.* The implementation of recruitment specifically for public organizations, will not be separated from external factors, which are existing value in current conditions. According to Ambar and Rosidah (2003), there are three factors influencing the policies and implementation of public agency recruitment such as economic conditions, political factors, and affirmative action.

*Selection.* Selection involves evaluating and selecting prospective employees. Application forms resume, interviews, work and test skills, and mouth to mouth references are the most commonly used tools in the selection process (Stoner, 1989). Selection is to choose logically from among the candidates who are best suited to the requirements.

*Selection Process.* Harold revealed that there were several variations on specific steps in the completion process. First, selection criteria are determined based on current and future job requirements, which include education, knowledge, skills, and experience. Second, candidates are asked to complete the application form. Third, a screening interview is carried out to determine candidates. Fourth, additional information can be obtained by testing

candidate qualifications for that position. Fifth, a series of formal interviews conducted by the superiors. Sixth, the information provided by the candidate is checked and assessed. Seventh, some organizations also requested a physical assessment. Eighth, based on the results of previous steps, a job offer was made or the candidate was told that he had been elected to the position (Koontz, O'Donnell, Weihrich, 1996).

*Selection Method.* The method of selection carried out by the organization according to Hasibuan (2006) is known in two ways, namely; (1) Non-scientific method; (2) Scientific Method.

*Placement.* Placement is a policy taken by the leader of an agency, or the personnel section to determine whether an employee is placed in a certain position based on consideration of certain skills or qualifications (Ambar and Rosidah 2003). The placement of civil servants in office is an important part in building qualified and professional human resources in accordance with human resource management, namely planning, implementation, management, supervision, and evaluation. The placement is one of the important stages in personnel management, which is carried out through a selection process to determine employees who meet the requirements set by an organization in a particular position. If the recruitment and selection stages are carried out properly, it will result in the placement of employees in accordance with the position and will contribute to the achievement of organizational goals.

## METHODS OF RESEARCH

The approach in this study was a qualitative approach using descriptive research. The focus in this research was; (1) Stages of human resource management at the Structural officials' appointment in Ende Regency KPU 2016. (2) Aspects that support and inhibit the Structural Officials Appointment Process in Ende Regency KPU in 2016. The research was conducted at Ende General Election Commission (KPU) Office. Data collection techniques used were Interview; documentation; observation. Data analysis in this study used the Miles and Huberman model (1994).

## RESULTS AND DISCUSSION

*Recruitment Phase.* The findings exhibited that the regency's KPU secretary's turnover often occurs especially after regional elections (*pilkada*). Many secretaries working in Regency / City KPU secretariat are transferred by the Regent / Mayor. Secretary is reassigned in Regional Government by the KPU leaders through plenary, causing a vacancy in secretary position. Since the 2010 Regency / City regional elections, there were several secretaries in position, such as the secretary of the Southwest Sumba KPU, the secretary of the Ende Regency KPU, the secretary of the Lembata Regency KPU, the secretary of East Manggarai Regency, and the secretary of the East Sumba Regency KPU. There are several assumptions that the replacement of the structural officers assigned to the KPU is due to not supporting the elected regional head candidates. There is a mismatch between the commissioners and secretaries who are considered disloyal to the KPU leadership. In this case is the commissioners. Therefore, the authorities could fire secretaries who are deemed not qualified anymore.

*Recruitment Source.* One of the three candidate secretaries suggested by Regional Government was a Regional Government employee. The aforementioned employee assigned in KPU Ende Regency for 7 years as one of the Department Sub-Head who had experienced the general election in Ende Regency. This could be an important consideration for KPU leaders to provide a recommendation in the secretaries' appointment process. However, this proposal is determined by the decision of the Regent whether to approve the names proposed or not. During KPU 2016 candidate selection, all three names were approved by the Regent.

*Recruitment Method.* There are two methods used to recruit employees, namely closed methods and open methods (Hasibuan 2006). Each method has advantages and

disadvantages. Therefore an organization ought to be selective in using the appropriate method to recruit qualified employees. Ende Regency KPU in 2016 used a closed method. The candidates' name submission was exclusively under BKD authority and is not publicly disclosed in the scope of the regional government. Prospective secretaries have been determined from the beginning. Other two names were merely supplemented to the administration.

*External Factor in Recruitment Process.* The implementation of recruitment specifically for public organizations, will not be separated from external factors, which involve existing value in current condition. There are three factors capable to influence policies in public agency recruitment implementation, namely economic conditions, political factors, and affirmative action (Ambar and Rosidah 2003). Research finding exhibit that during the appointment process of the secretary of the KPU of Ende Regency 2016, there was an element of closeness between the parties involved directly. The parties involved were the secretary, KPU commissioner and regent. The aforementioned closeness factor appears in the form of kinship.

*Selection Stage and Process.* Research Findings indicate that the selection process is not carried out in the scope of the regional government. The three names of candidates determined to occupy the secretary position. KPU leaders received the three names of candidates from the local government. They subsequently conduct administrative assessment as well as 'fit and proper test' in the form of interviews. The administrative assessment was the first stages carried out by KPU leaders.

*Interpretation of Data Analysis on Implementation of Structural Officials Recruitment, Selection and Placement in Ende Regency 2016 KPU*

As described in section concerning the stages of recruitment, sources of recruitment, recruitment methods and constraints in the recruitment stage, the focus of this research exhibited that the recruitment stage, recruitment source, and method have not been implemented properly by the KPU and the Regional Government in nominating names. - names of prospective secretaries. This is exhibited in the nomination of names originating from the local government. They seek out employees who have not held positions and possess closeness factor to the elites. The administrative process was conducted merely on paperwork without seeking out required ability in the offered position. Out of the three secretary candidates, one of them had been determined to be assigned as the secretary. The other two names were merely to fulfill administrative requirement before submitting the names to KPU Ende Regency. The determination of a position still uses the spoil system practices in which the closeness factor is prioritized. In addition, sources of recruitment from outside the KPU's scope prioritize the rank aspect.

In the implementation of KPU secretary recruitment from outside the institution was hoped to bring significant improvement. Nevertheless, it has not been fully realized as the appointed individual's capability is insufficient in performing their respective duties. This condition is also supported by a lack of information regarding the individual's capability to adapt to a new workplace.

Socialization should be carried out to ensure employees recruited from external sources may understand the new workplace's condition and workflow. Nevertheless, this has not been done properly, therefore, the assigned individual affect KPU workflow. Leaders may find it "easy" to control the secretary as they do not fully understand the administrative process. They could not differentiate the authority and obligation of the secretariat or commissioner. Therefore it creates unfavorable working conditions for staff who carry out the policies of the leadership.

The recruitment method utilized was the closed method, in which the secretary placement has been determined. It indicates that the process is a mere formality. As a result, there are not many qualified employees occupy the position in question. This method provides an opportunity for nepotism. The employees who have a close relationship with leaders are prioritized to be assigned in favorable positions.

Harold (1983) stated that there are eight stages of the selection process that should be carried out to obtain qualified employees. It begins by determining selection criteria based on

current and future job requirements including education, knowledge, skills, and experience. The second stage requires application form completion. The third stage is to conduct filter interview. The fourth stage involves qualification testing. The fifth stage is to conduct formal interviews by superiors. The sixth stage involved assessing information from candidates. The Seventh stage involved a physical exam. The eighth stage is informing the selected candidate for the available position. The selection process for secretary appointments is carried out in two stages: the administrative stage and the interview stage. However, the selection stage is not carried out with standard criteria and assessment. Therefore the interview is only carried out with mutual agreement between the commissioners and there was no interview guide to provide joint questions. The questions were directly conveyed by each commissioner. They gave their respective assessment on the answers submitted. It could be concluded that the results of the interviews were subjective judgments of the commissioners. There were no standards/criteria clearly stipulated in the KPU regulations. The selection method is conducted in a non-scientific manner because it is based on commissioners estimates and experience. As a result, they ended up recruiting unqualified employee. This is evident in secretary placement of KPU Ende Regency 2016. In addition to the processes and methods implemented are not in accordance with the stages of good human resource management, the selection team possesses ulterior motive. The influential individual possesses the decision making power. Therefore the selection team is not free from the influence/effect of nepotism in determining secretary.

Placement is a stage of human resource management that places someone in the right position. This stage is determined by the recruitment and selection process. Should these two stages are carried out properly, it will result in the right employee placement. Research finding described above exhibited that the process of recruitment and selection stages held for secretary positions has not been fully carried out properly and correctly. Therefore it affected the performance of the elected secretary. Should this condition remain unsolved, it would disrupt election implementations in Ende Regency.

*Aspects that support and inhibit the structural officials' appointment process KPU Ende Regency 2016.* The supporting aspects of the structural official appointment process of KPU Ende Regency 2016 are as follows: (1) Availability of human resources. The appointment of the Ende District secretary in 2016 was carried out due to the lack of availability of employees owned by the KPU. Therefore, they requested the help of the regional government to transfer their employees as structural officials.

Based on research findings, the inhibiting aspects are described as follows: (1) Differences in the decision of the KPU scope. There was a difference in the decision. In this case, the recommendation of the candidate secretary recommended by KPU Ende Regency and KPU NTT Province (Baperjaka team) differs. Therefore the appointment process was longer and more difficult. (2) The existence of kinship ties. There are still strong ties of kinship and relationships (like or dislike) between the actors involved in the appointment process, both from the Regional Government and KPU Ende Regency. Therefore the potential structural officials' appointment is done less objectively at KPU. The lack of regulation on the process of appointing structural officials assigned to the KPU Ende Regency has resulted in blemishes that can be used to place people from the regions based on the factor of closeness to elites who have authority. In addition, it is also caused by KPU lack of standards in determining structural officials from outside the institution and working in the KPU scope.

## CONCLUSION

Based on the results of the study it can be concluded that the operational function of human resource management recruitment and selection determine the placement of employees. It influences the performance produced as a contribution to the institution. If the recruitment and selection stage is carried out using a well-prepared and clear plan, as well as strict standardization, qualified candidates would be easier to be recruited. The process of appointing structural officials in KPU Ende Regency exhibited that there's little attention to

recruitment and selection stage. The team does not properly implement the operational functions of human resource management.

### **SUGGESTIONS**

Recruitment of structural officials should be carried out with good planning and based on a job analysis to obtain qualified candidates in terms of ability, expertise, and personality in supporting future tasks and responsibilities. In addition, it is also necessary to make selection stages at the level of local governments. Propose candidates for structural officials with criteria determined by the KPU. Clear and strict standards as well as regulations. KPU Regency leaders should conduct the selection and appointment of prospective structural officials while adhering to existing KPU hierarchy procedures.

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